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ABSTRACT

This paper sets forth the government of Botswana's intended policy and strategies for educational development, based on the recommendations of the Botswana National Commission on Education that were submitted in April 1977. Although implementation of all the commission's recommendations will take many years, this paper is intended to provide general guidance on how Botswana's education should develop during the coming years. The paper consists of numerous short sections that identify various problems and strategies for dealing with those problems, focusing in turn on different educational areas. (JG)

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REPUBLIC OF BOTSWANA

GOVERNMENT PAPER NO. 1 OF 1977

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National Policy on Education

Approved by the National Assembly – August, 1977
Gaborone, Republic of Botswana

EA 010 621

INTRODUCTION

1. This Government Paper sets forth the policy and strategy for educational development that Government intends to pursue. The policy is based upon the recommendations of the Botswana National Commission on Education, as presented in the Commission's report Education for Kagisano. Government has considered the report and has been guided by it in formulating the policies presented here.

2. The National Commission on Education was established by Presidential Directive and given very broad terms of reference. The Commission was asked to review virtually the whole of Botswana's education system, particularly primary and non-formal education; to consider the goals that Batswana want education to achieve; to identify major problems in the system; and to recommend ways of overcoming these problems.

3. The Commission completed and submitted its report in April, 1977, after 15 months of work. During this time it consulted widely with people throughout the country -- both educators and others concerned about how education should develop in Botswana -- and gathered a great deal of information. The list of visits and hearings held and evidence received indicates how thoroughly the Commission consulted with a wide range of individuals, institutions, organizations and agencies. In addition, it appointed Task Forces of educators to investigate specific questions, commissioned special research studies and consultancies, attended meetings and conferences, and visited every District in Botswana.

4. The result of the Commission's work is a very complete assessment of Botswana's education system. There are a total of 156 recommendations that, together, make up a comprehensive strategy for education until 1990 and beyond. Not all of this strategy can or should be implemented immediately, and the Commission recommends priorities and sequences of action to be carried out in three major stages: 1977-1980, 1981-1985, and 1986 and later.

5. It is important, however, to set forth the whole of the proposed strategy so that all its interrelated parts can be understood and their implications considered. In this way there can be agreement in principle on the main concepts in the Commission's recommendations. Thereafter there will be detailed consultation on specific aspects of the strategy. There will be additional analysis and planning of some proposed programmes that require more detailed consideration, and continuing monitoring of how projects and programmes are being implemented and what effects they are having.

6. Full implementation of the policies will take many years. The Commission's report and this White Paper will provide general guidance on how our education system should develop, but it will be essential to have continuing consultation on major issues, evaluation of education programmes, and review of the costs of the strategy in the light of financial constraints.

7. Botswana has not, until now, had a comprehensive review of its education system in the 10 years since independence. In large part the system has not changed from the one taken over when the colonial

period ended. The numbers of schools and students have increased rapidly -- some would say too rapidly -- but quantitative growth has had a bad effect upon quality. Little has been done to change what happens inside the schools. Government has been conscious of the importance of education and the need for change, as indicated by statements in BDP Manifestos and resolutions and speeches of His Excellency the President. Criticisms from various quarters, including the National Assembly, have made clear the need for a thorough review of the education system.

PROBLEMS AND THE STRATEGY FOR OVERCOMING THEM

8. The Commission identified a number of fundamental problems that need to be overcome. These are as follows:

(a) Not enough emphasis has been given to primary education. As a result there is a gap between the quality of primary schools and the much better provided for and more costly secondary schools.

(b) The schools are too separated from the world of work. There are not enough opportunities to combine study and work, and the syllabuses and curricula are too academic. Children are not taught about the real, practical world.

(c) Most emphasis at present is given to full-time education in schools, with too few opportunities for people to continue their learning outside the formal education system. There are large numbers of people who need such opportunities.

(d) Private self-help schools are numerous. These schools take students who do not win places in public schools. They receive no financial support from Government. As a result the quality of Government schools is much higher than the unaided schools. Yet students in the unaided schools must often pay more for the education they receive than students in public schools.

(e) There is a gap in quality levels and educational opportunities between schools in rural and urban areas. Children in rural areas are not getting an equal chance to obtain a good education.

9. Many of the problems above are interrelated, and require a combination of actions to solve them. There must be a clear set of *goals* to guide action, and a *strategy* to achieve those goals. This is what the Commission has presented.

10. With regard to goals, the Commission has taken as its starting point Botswana's national principles — democracy, development, self-reliance and unity, which together lead to social harmony *(kagisano)* -- and considered the ways in which education can contribute to these principles. Adapting the education system to the national principles will require substantial changes throughout the system, from the classroom in the village to the headquarters level.

11. The strategy that Government intends to pursue has the following elements:

(a) Highest priority must be given to strengthening the primary level so that all children have a firm educational foundation;

(b) There must be a reasonable progression from primary to higher levels of education. A new kind of intermediate school is needed, with standards of provision and levels of costs between the present levels of primary and secondary schools. Greater numbers of children should continue through the intermediate level;

(c) The purpose of the schools at all levels will be to prepare children for useful, productive life in the real world. They should have the basic skills of literacy and numeracy and the knowledge that will make them self-reliant later in life, whether they continue full-time schooling, study on their own, find employment, or become self-employed;

(d) The differences in educational quality between urban and rural areas and between public and private education must be eliminated in accordance with the principle of unity and social justice;

(e) Effective and wide-ranging non-formal education programmes have to be developed.

12. The following sections of this White Paper present in greater detail the main points of Government's intended policy, based upon the Commission's recommendations. Numbers appearing in brackets () refer to the numbered recommendations in the Education Commission Report.

EMPHASIS ON PRIMARY EDUCATION

13. In accordance with the general strategy above, Government will give priority to primary education. In the first decade of independence, efforts have been concentrated on secondary and higher education for high level manpower development. Government now intends to give greatest emphasis to primary and non-formal education.

14. Primary education will aim to make children literate, first in Setswana and then in English, to provide a basic command of mathematics and knowledge of science and social studies (14, 15, 22). The syllabus and curriculum will orient children toward the realities of life in Botswana and prepare them for life in the physical and social environments they will experience after they leave school. The primary cycle will not, however, provide vocational training (14).

15. The following measures will lead to improvements in the quality of primary education.

(a) Measures to improve teaching as discussed further in connection with teacher training;

(b) Curriculum development, led by a new Curriculum Development and Testing Unit (14, 15, 140);

(c) Changes in the examinations system to reflect the new curriculum and to provide for continuous assessment of pupils' progress (28-32);

(d) Preparation and adequate provision of better teaching materials developed for Botswana (16-21);

(e) Changes in the automatic promotion system, as recommended by the Commission (27).

16. It is intended that all children will eventually have access to primary schools, even in remote rural areas, but education will not be made compulsory for the present (8). Measures to improve access will include:

(a) Continuation of Government's projects to build more primary schools (11-13);

(b) Phased takeover of unaided primary schools during the 1980s (10);

(c) Provision of smaller schools in remote rural areas where population concentrations make this feasible (5).

17. Government has already acted to abolish primary school fees from 1980 and thus reduce economic barriers to education (9).

18. The entry age for Standard 1 will be increased slightly, according to the Commission's recommendations (6, 7). Children entering school should be six years old by January 1 of the year in which they enter. The maximum age for entry will be nine years, but not yet ten, on January 1 of the year of entry.

19. Literacy in Setswana will be a positive goal of primary education. Setswana will be the medium of instruction for the first four years of education, rather than the present three years (22-26). At the end of four years, all children will sit for an assessment test to determine whether they have achieved basic literacy in the National Language and basic competence in English and maths (27). Those who have not attained sufficient ability will be allowed to repeat Standard 4. Children will not be excluded from the school system if they score poorly on the test. The objective of this measure will be to assist children to continue to Standard 7 with greater success.

20. Government will plan carefully the change from the present system to the new one, in which Setswana will be the medium of instruction for four years. The change will not put children from non-Setswana speaking areas at a disadvantage. Time will be allowed to prepare for the change. The Ministry of Education will improve the training and supply of teachers who can teach in Setswana. It will provide in-service advice and instruction to teachers on how the new system will work. Improved teaching materials in Setswana will be developed. English will be taught as a subject during the first four years, and Setswana will be taught as a subject after Standard 4.

21. The automatic promotion system will be altered, as noted in para. 19 above. This will include the following measures (27):

    (a) Development of a system of continuously assessing pupils' progress and providing help and remedial teaching for those who need it;

    (b) Establishment of an assessment test after Standard 4 to assure that children are literate in Setswana and have basic command of mathematics to enable them to go on to higher standards. Those who have not attained sufficient foundation skills will be allowed to repeat;

    (c) Maintenance of progress records for all children and submission of written progress reports to parents each year.

22. In the long run, when the quality of primary education has been strengthened, the primary school cycle will be shortened from seven to six years (35). This will make it possible to make other changes in the structure of the education system, as will be discussed in relation to secondary education.

A NATIONAL SERVICE SCHEME

23. In order to deal with the severe problem of untrained primary school teachers, the Commission recommends establishment of a National Service for all Form V leavers, many of whom would serve as primary school teachers for a period of two years (91). While Government agrees with the concept of a National Service, a great deal of further planning and consultation must be carried out before such a scheme could be put into effect. A study of how a National Service should be organised will begin immediately under the guidance of the Office of the President. A report on the results of this study and planning effort will be made to Cabinet within one year.

24. There will be disadvantages to the introduction of a National Service scheme. It might cause a delay in some aspects of our plans for localisation, but it is believed that the advantages to be gained will outweight the disadvantages.

25. The main object of a National Service scheme will be to replace the 40 per cent of primary teachers who are untrained. It will thus act as a temporary solution to the shortage of trained teachers, thereby improving the quality of primary education quickly and allowing time to train larger numbers of permanent teachers. In addition it will:-

    (a) Provide University entrants with added maturity and experience which should enable them to make fuller use of their University or other post-secondary training;

    (b) Provide Form V leavers will experience of rural life in Botswana;

    (c) Make National Servicemen who are not required for teaching purposes available for other community activities;

(d) Afford a kind of compensation from Form V leavers to the country for the educational advantages they have received;

(e) Make it possible for some untrained teachers to attend training colleges as mature age entrants and earn full qualifications.

CHANGING THE GOALS OF SECONDARY EDUCATION

26. The present junior secondary level of education, which is highly selective and academic in its orientation, will be changed to an "intermediate" form of education. This will narrow the present large gap between primary and secondary schools in terms of costs, standards and orientation.

Nine years of education will be made available to all children, at first by adding two years above the primary level, and later (after primary is reduced to six years) through a three-year intermediate cycle(35).

27. The intermediate schools will be:

(a) More similar to primary schools in class size, physical facilities, level of training of teachers, and in the educational objectives they seek to accomplish; and

(b) Day schools rather than boarding schools, thus reducing boarding costs and increasing the links between school and community.

28. The goals of the intermediate level of education will be different from the aims of the present Junior Certificate. Whereas the present curriculum is academic, designed for a select few, and heavily oriented toward the Junior Certificate examination, the new curriculum will represent a continuation of the primary syllabus and curriculum. Its aims will be to provide all children with:

(a) language tools needed in either further study or work;

(b) a solid foundation in mathematics skills;

(c) an understanding of scientific and technical subjects, based on examples in their own environment;

(d) a sense of the nature of their society and their role in it;

(e) an orientation toward further learning, whether formal or non-formal;

(f) an orientation toward work in the real world.

The change from the present type of Junior Certificate education does not mean a reduction in quality but rather a change in purpose. It is essential that the goals of the new schools be clearly understood.

29. It is also essential that the costs of intermediate education be kept under tight control. Otherwise it will not be possible to make nine years of education available to all, and an important part of the total strategy will be weakened.

30. Senior secondary will continue to be selective. The cycle will be lengthened to three years (35). By 1990, when the new strategy of secondary schooling is fully implemented, the present secondary schools with their boarding places will be entirely senior level schools.

31. The unaided secondary schools will receive gradually increasing public assistance. This will begin with professional advice and eventually include increasing amounts of financial aid. Partial financial aid will begin to be provided after 1980 and will be increased until the private schools are fully absorbed into the public intermediate system (37, 38). The Ministry of Education will begin planning immediately to absorb these schools into the public system as intermediate schools during the 1980s. An officer will be appointed in the Ministry of Education to be responsible for liaison with the unaided secondary schools (142).

32. Access to secondary places will be made more equitable. The present system of selection will be reviewed to ensure that all qualified candidates have an equal chance to attend (40). The bursaries system will also be reviewed (43). During the coming years, when places in junior secondary schools will still have to be limited, a quota system will be established to take the top students (approximately 5 per cent) from every Council primary school into Form I (39). This will ensure that able children will not be excluded from opportunities for post-primary education, even if they have been handicapped by poor schooling in remote rural schools.

33. Since intermediate school places will be limited for the present, and entry into secondary schools will bring economic benefits, those who gain entry must bear a portion of the cost. The present secondary school tuition fees will be adjusted upward to take account of the inflation that has occurred since the fee levels were established (41). This will mean approximately doubling the tuition fees. This step must be linked with changes in the bursaries system. Bursaries will be adjusted so that no students will be excluded on economic grounds (43). Fees will be standardized between Government and Aided Secondary Schools (42).

34. In order to reduce drop-outs from school due to unwanted pregnancies, programmes of information and education will be developed to encourage personal responsibility on the part of young people (45). These programmes will ensure that girls and boys have accurate information in preparation for family life. They will be introduced first in the teacher training colleges and later in the senior secondary schools.

35. There will be substantial revisions in the syllabus and curriculum at intermediate and senior secondary levels (47-52). This work will be directed by a new Curriculum Development and Testing Unit at the Ministry of Education. Both intermediate and senior

secondary schools will focus upon six main subject fields: Tswana language and culture, English, Mathematics, Science, Social Studies (Geography, History, Development Studies), and Practical Studies (48-49). As at the Primary level, instruction in the post-primary schools will orient children toward the real world, familiarize them with their environment, and stimulate positive attitudes toward work and toward further learning.

36. The examinations system at secondary level will be substantially modified to take account of the changed goals, strategy and structure of secondary education (53-58). A Botswana Examination Council will be established that will oversee the work of the Research and Testing Centre (which will be a part of the Curriculum Development and Testing Unit at the Ministry of Education) (54). Not only the Primary School Leaving Examination but also the Junior Certificate (which will become an Intermediate Certificate of Education) will eventually be set nationally. In the long run the Senior Certificate will be set locally, at least in part. Regional co-operation in examinations will continue, however, in fields where this is feasible and desirable (58).

37. The system of careers guidance in secondary schools will be strengthened through preparation of informational materials and careers guides and designation of careers masters in each secondary school, with provision of time for careers counselling (59-62).

SCHOOL AND COMMUNITY

38. All senior secondary schools will be linked more closely with the communities in which they are located (63). Each school will have a board of governors (64). There will be consultation at the District level to determine what the powers of these boards should be and how they should be constituted. After this consultation the Ministry of Education will issue guidelines and regulations about how the boards should be set up. The purpose of the boards will be to involve community members in decisions regarding their school and to associate the schools more closely with the communities.

39. The linkage between school and community will be two-way. Schools will be invited to make proposals to Village Development Committees about ways in which students and staff can aid and participate in village development activities and adult education (63).

VOCATIONAL EDUCATION

40. The National Centre for Vocational Training (NCVT) will continue to be the main institution for artisan training (66). No new institution of this type will be created for the present although a technical secondary school will be established at Selibe-Phikwe, giving that secondary school a strong practical and technical bias (65).

41. The NCVT will provide a wider range of courses and will maintain liaison with other training agencies with a view towards providing training in common subject areas at the NCVT and avoiding duplication (67).

42. The system of trade tests will be reviewed and modified in the light of the Commission's recommendations and in consultation with employers (69-71).

43. The Botswana Training Centre will become a national college of commerce and administration serving the needs of both the public and private sectors (72).

IMPROVING THE QUALITY OF TEACHING

44. The teacher plays a critically important role in education. A number of steps will be taken in accordance with the Commission's recommendations, to improve the status of the teaching service, strengthen the training provided in the teacher training colleges and at the University Faculty of Education, and provide additional professional contact and support for teachers in the field. The Ministries of Education and Local Government and Lands and the Unified Teaching Service, with the co-operation of the Botswana Teachers' Union, will begin immediately to implement those activities that can be undertaken now. The same agencies will begin to plan for other activities that require additional preparation.

45. While we must attract some of our best young people into teaching, Government agrees with the Commission's view that massive increases in teachers' salaries are not the way to do this. As the Commission recommends, a series of actions will be undertaken to improve the career structure for teachers with the aim of attracting able young people into the teaching service. These will include:

(a) Creation of more posts of responsibility (74);

(b) Gradual increase in the number of posts to which salary scales, rather than allowances are attached (75);

(c) Construction of career ladders to enable teachers to improve their skills and extend their experience and advance to higher levels of responsibility (78);

(d) Long-term restructuring of pay-scales, basing differentials more on responsibility and less on paper qualifications (77).

46. Teachers in service will receive increased professional support from the Ministry of Education in the form of:

(a) More frequent contacts and consultation (83);

(b) More regular inspection and advisory visits (87);

(c) Conferences and courses for teachers (88);

(d) Continued involvement of teachers in curriculum development activities (89);

(e) Support for the Botswana Teachers Union (BTU) in its professional development programmes (84);

(f) Publication through the BTU of a professional journal for teachers (85).

47. It will be extremely important to improve the supply of qualified teachers in the rural areas. In the short run the National Service Scheme will have a positive impact on the quality of teaching in rural schools, but longer-run measures will be necessary. The Unified Teaching Service will review the recommendations made by the Commission (1-3, 79-82) and, in consultation with the Ministry of Local Government and Lands and the Councils, will develop a programme to improve the distribution of qualified teachers.

PRIMARY TEACHER TRAINING

48. Expansion of the Teacher Training Colleges will continue (91). Government has submitted a project memorandum for donor funding and expansion of the three existing colleges is expected to begin during Financial Year 1977-78. Needs for additional teacher training capacity will be reviewed at each major sector review.

49. There will be a probationary year of teaching for all candidates for teacher training prior to entry into the colleges (92). This will provide practical experience for trainees and will permit both candidates and Government to decide whether teaching is an appropriate career. When the probationary year system is begun, selected untrained teachers in service will be admitted to the Teacher Training Colleges as mature age entrants. It will be necessary to increase the supervisory staff in the field in order to supervise the probationary teachers.

50. The primary teacher taining course will continue to be two years as at present (98). Because all trainees will have had at least a year's probationary teaching, they will be able to make better use of their time in the Colleges.

51. The content of the teacher taining course will be strengthened as recommended by the Commission, in the following ways:

(a) Emphasis in teacher training will be upon developing professional classroom skills (99);

(b) All teachers will gain a sound foundation in Setswana, English and Mathematics (99);

(c) Primary teachers will be trained to teach at all primary levels (100).

52. In-Service upgrading courses will be developed to strengthen the skills of all teachers in service, trained and untrained (107). The comprehensive in-service training programme will not be designed to lead to certificates, but will provide specialist training, refresher courses and information on changes in curriculum and testing. The courses will be professionally relevant in their content and will be externally evaluated (108). Teachers will also be trained in provision of education for handicapped children (para 4.05).

SECONDARY TEACHER TRAINING

53. Secondary teacher training will continue to take place at the University College of Botswana. The Commission makes a number of recommendations concerning the degrees/certificates to be awarded and the content of courses (101-104). The Faculty of Education, the University as a whole, and the Ministry of Education will begin immediately to consider these recommendations and plan for implementation of the necessary changes.

54. In the long run there will be a major demand for teachers for the intermediate schools and a need for additional capacity to train teachers for these schools. Planning for such teacher training will be carried out by the Ministry of Education in consultation with other agencies and institutions involved, notably the University (Appendix D, paras. D-23 and D-24).

55. For a number of years it will be necessary to have expatriate teachers in the secondary schools. During the period when Batswana secondary school teachers are being trained, the Ministry of Education will take steps to improve the recruitment of high quality expatriate teachers and reduce their turnover, as the Commission recommends (95, 96).

56. It will also be necessary to train a cadre of Botswana teacher training tutors. This training will be carried out at the University Faculty of Education (109). Close co-operation will be maintained between the Faculty, the Teacher Training Colleges and the Ministry of Education in determining how tutors for the Teacher Training Colleges should be trained (110). Avenues will be opened for experienced primary teachers of high ability to obtain further training and become tutors (109). As in the case of secondary teachers, expatriates will continue to be needed in the Teacher Training Colleges for some years to come. Similar measures to improve recruitment and retention of expatriate tutors will be carried out (95, 96). All expatriate tutors arriving in Botswana will spend a period of orientation observing primary schools (97).

NON-FORMAL EDUCATION

57. Government will give high priority to developing opportunities for people to learn out of school. As the Commission notes, there should not be a sharp dividing line between study in school and continuing learning out of school. Both should be considered part of the same effort. There should be many more opportunities for people to learn through formal and non-formal education whilst working at the same time.

58. There are many important and successful programmes of non-formal education now being offered by a number of Ministries and Agencies. There are also programmes whose objectives and methods are inadequately defined and which have never been thoroughly evaluated. Existing successful programmes will be continued and, where appropriate, expanded. New programmes will be considered, on the basis of consultation with the people who the programmes are

designed to serve. Consideration will be given to literacy programmes. The final goal is a variety of courses and programmes such that any Motswana can add to his or her knowledge and skills through some type of non-formal learning opportunity. This should apply regardless of a person's previous education.

59. The Commission identifies four broad categories of non-formal education:

(a) Extension programmes;

(b) Continuing formal studies out of school;

(c) Work- and production-based training;

(d) Cultural and recreational programmes.

While these categories are rough and there are overlaps among them, they do indicate the whole range of non-formal education programmes that can be offered.

60. In some of these categories, the existing co-ordinating mechanisms will continue to operate: the Rural Extension Co-ordinating Committee and the National Technical and Vocational Training Board are responsible for planning and co-ordination of extension and work-related programmes, respectively (131, para. 7.59). The Ministry of Education will be responsible for continuing formal studies out of school. A new unit will be established in that Ministry for non-formal education (143). A new interministerial body will also be established to oversee cultural and recreational learning programmes (134). This Cultural Council will be responsible to the Ministry of Home Affairs and will maintain co-ordination regarding activities of an informal education nature, including museums, libraries, programmes of Information Services and Radio Botswana and other bodies.

61. Rather than create a single agency with responsibility for all types of non-formal education, Government will continue the pattern of interministerial co-operation and co-ordination that has operated well to date. Higher level review of all non-formal education activities in the four categories will be provided by the National Committee on Education Policy (para. 7.59). In order to make efficient use of available facilities, non-formal education agencies should share facilities as far as possible. Administrative and financial procedures will be worked out to give an incentive to this (125).

62. In several areas relating to non-formal education, there are important new developments under way. Most important are efforts to plan non-formal education programmes in all categories in a unified fashion. These will include not only Ministry-level planning but also planning at the District level as part of the District Development Planning exercise (paras, 7.60-7.65). A second and related point concerns evaluation of non-formal education projects. Although evaluation is being carried out with regard to some programmes, most Ministries' non-formal education programmes are not

formally or regularly evaluated. This is urgently required. Both planning and evaluation are important and will be continued and strengthened (114).

63. A third area is training of personnel in the non-formal education field. It will be essential to develop local non-formal educators in order to reduce dependence upon expatriates. Where appropriate, training in adult education subjects and techniques that are used by all kinds of non-formal education professionals will be provided jointly (113, 126).

64. The Education Commission makes a number of recommendations regarding each of the four categories of non-formal education (111-124). These are accepted in principle, subject to further consultation and detailed planning. While the Commission indicates that non-formal education plays an important role in the general strategy, and indicates the general direction that future development should take, it does not provide a fully fleshed-out policy for non-formal education. Such a policy was called for in the Third National Development Plan and the need was re-emphasized in NDP-IV. Work toward such a policy has begun and will continue, with participation of all bodies discussed above, leading to presentation of a separate White Paper on Non-Formal Education. The Non-Formal Education Sub-Committee of the RECC will be principally responsible for work toward this end.

65. Although the aim is to provide non-formal education programmes to serve all Batswana, priority will be given to programmes serving the needs of women, out-of-school youth and the unemployed.

ADMINISTRATION

66. Implementation of the education programmes discussed above will place heavy demands on administrators, especially in the Ministry of Education but also in other Ministries. It will be essential to strengthen administrative capacity generally and to make some organizational and administrative changes.

67. Inter-Ministry co-ordination and communication will be provided by the National Committee on Educational Policy, which is chaired by the Permanent Secretary of Education and includes the Permanent Secretaries of Local Government and Lands, Finance and Development Planning, the Director of Personnel and the Rector of the University (130). The Planning Unit of the Ministry of Education serves as a secretariat for the National Committee on Educational Policy.

68. At present, responsibility for various aspects of primary education is shared between the Ministry of Education and the Ministry of Local Government and Lands. The former formulates policy on professional matters (teaching, curricula etc.), conducts inspection of schools, and is responsible for the operation of the Unified Teaching Service. The latter Ministry, through District and Town Councils, is responsible for providing all primary education infrastructure (classrooms, teachers' quarters, furniture, equipment) and for the management of primary schools. Government has decided not to change

decided that:

(a) Closer liaison between the Ministries of Education and Local Government and Lands on planning and budgetting matters must take place in particular with regard to the rate of expansion of primary schooling, the location of new facilities and the specification of new buildings, furniture, equipment and materials;

(b) The respective roles of local officials (Education Secretaries of Councils, and Education Officers of the Ministry of Education) will be more clearly defined than hitherto and a circular outlining procedures for co-operation at local level will be issued;

(c) The informal arrangement currently in operation, whereby Education Secretaries act as agents of the Unified Teaching Service will be formalised in accordance with the Unified Teaching Service Act.

69. In other areas, inter-Ministerial co-ordination will be provided by existing agencies, whose terms of reference will be redefined. Co-ordination of vocational training activities, including the Brigades, will be provided by the National Technical and Vocational Training Board, which will be reorganised as recommended by the Commission (133). The National Brigades Co-ordinating Committee will be represented on the National Technical and Vocational Training Board.

70. Within the Ministry of Education the following organisational and administrative changes will be made:

(a) Administrative procedures and responsibilities will be codified as recommended by the Commission (144);

(b) Procedures for financial planning and control will be strengthened, in consultation with the Ministry of Finance and Development Planning (146);

(c) A new Curriculum Development, Evaluation and Testing Unit will be created, which will incorporate the present Research and Testing Centre (140);

(d) A separate unit within the Ministry of Education will be responsible for the Ministry's non-formal education programmes and for liaison with other agencies involved (143);

(e) The inspectoral and supervisory cadres will be strengthened as recommended by the Commission (151);

(f) An officer will be assigned responsibility for liaison with unaided secondary schools (143);

(g) Staffing and career structure measures recommended by the Commission will be implemented (152-155).

MANPOWER IMPLICATIONS

71. The education policy that Government will carry out has far-reaching implications for manpower needs and supplies of skilled and educated people. In the first place, implementation of the policy will require many educated people to serve as primary, intermediate and senior secondary teachers and to work as supervisors and administrators in the Ministry of Education and other agencies. Second, the National Service Scheme will cause some delay in achieving some of Government's localisation targets. In the longer run, however, the policy is designed to increase the outputs of appropriately educated and trained Batswana to meet our manpower needs.

72. Although increasing numbers of Batswana will become qualified for teaching and other jobs in the education sector, there will be a continuing need for expatriates. These will be needed as teachers during the time when our own teachers are being trained, and perhaps also in other sectors if Government directs more Batswana into the teaching force.

73. It will be extremely important for the success of the education policy to maintain a rational policy toward incomes and employment. We must avoid a situation in which incomes for a fortunate few, who receive the benefits of higher levels of education, get out of line with the general level of incomes. At present the National Employment Manpower and Incomes Council (NEMIC) oversees these policies. Either NEMIC or a successor agency will be responsible for co-ordinating and implementing policies in this field.

COSTS

74. Rapid increases in enrolment due to population growth and increased educational opportunities will lead to increases in the education budget in the 1980s. Improvements in the quality of education will also cause costs to rise. Botswana cannot, however, afford unlimited increases in educational spending because this would take resources away from other essential national programmes. Education has been allowed one of the most liberal rates of increase in recurrent spending. A growth rate of 15 per cent per annum has been approved for the Fourth National Development Plan period (NDP IV) up to 1980/81. If this rate of increase were continued until 1990, it would lead to expenditures six times the present level. This is not possible in financial terms, and would also divert educated people and other scarce resources away from other important programmes where they are needed. It will, therefore, be necessary to reduce the rate of growth of the education budget in future.

75. The Ministry of Education is now experiencing difficulty in remaining within even the 15 per cent guidelines for recurrent budget growth laid down for NDP IV. In order to implement the strategy set out in this White Paper, it will be essential to control the general costs of education much more closely. A recurrent spending ceiling of P19.8 million (in constant 1976/77 prices) has been set for 1980-81. The Ministry of Education will have to review its programmes and costs and reorganize its priorities

so as to remain within a realistic rate of budget increase. If strong actions are taken to reduce non-essential expenditures and keep the annual costs of educating each child from rising unduly, then it is believed that the education policy can be implemented. Present projections indicate that growth of recurrent spending of 11 per cent per annum in the years after 1980/81 should be sufficient to implement the new strategy and still remain within feasible spending limits. This growth rate beyond 1980/81 is tentatively proposed, but will of necessity have to be reviewed in the light of future circumstances.

76. The education strategy also has very substantial implications for development expenditures. Present estimates indicate that over P100 million will be required for education sector development between now and 1990 in order to implement the strategy. Government will have to consider its ability to spend this amount in the education sector in the light of overall resource avilability, demands from other sectors, the recurrent cost implications and ability to remain within established guidelines.

77. It is increasingly apparent that the system of financial control and management within the Ministry of Education must be strengthened in order to cope with the large demands that are being, and will be, placed upon it. In order to ensure that the strategy set forth here can be implemented, there must be a greatly strengthened and improved system of financial control. The Ministry of Finance and Development Planning in consultation with the Ministry of Education will be asked to ensure that an improved system is introduced.

78. If it appears that implementation will cause the recurrent budget to grow faster than the guidelines, then two things must happen:

(a) Implementation of some projects will have to be delayed and extended over a longer period so that expenditures remain within the guidelines, and;

(b) Choices about which projects to slow down will have to be made on the basis of priorities. The Commission indicates that expanding and improving primary education should have top priority.

The strategy for education can, therefore, remain unchanged. Only the rate of implementation need be altered if it is found that costs are higher than expected.

IMPLEMENTATION

79. In order to make proper decisions and keep the policy moving in the right direction, it will be necessary to monitor the implementation of the proposed programme carefully, both in educational and financial terms. In addition to the continuing processes of budget estimates (annual) and planning (every three years), Government will conduct a major reassessment of educational policy and strategy in 1980, 1985 and 1990.

CONTINUING ANALYSIS AND PLANNING

80. There are several major issues that, while agreed in principle, must be subject to much more detailed planning and analysis than provided in the Commission's report. These include:

(a) Establishment of a National Service;

(b) Expansion of intermediate education to provide nine years education for all in the long run (including the detailed procedure for transition from the present system to the new);

(c) Procedure for providing increasing assistance to unaided secondary schools;

(d) Provision of teachers for the intermediate schools (how and where they should be trained, in what numbers, etc.);

(e) More fully elaborated policy for non-formal education;

(f) Phasing of implementation of projects in the light of cost considerations and improved expenditure control.

Government has decided to accept these parts of the strategy provisionally, subject to the results of consultations with the public and the findings of more detailed planning. Reports will be submitted to Cabinet and the National Assembly on the results and findings of further consultation and planning as soon as possible, but in no case later than 1980.

CONSULTATION

81. There are many aspects of the educational policy on which Government wishes to have the views of parties concerned: parents, teachers, students, local authorities and others. The most important issues on which there will be consultation include:

(a) Proposals to change the automatic promotion system;

(b) Plans to make primary education more widely available and the way in which this should be done;

(c) Physical planning for primary schools at the District level, criteria for location of schools, priorities for new classrooms;

(d) The language of instruction and the level at which the changeover from Setswana to English should take place;

(e) Takeover of private, unaided schools:

(i) primary schools,
(ii) secondary schools;

(f) The primary and secondary curriculum and how they should prepare students for life;

(g) The National Service scheme and the way in which this should be implemented;

(h) The concept of nine years of education for all and how to make the transition to the new system;

(i) Non-formal education and how it should be developed to serve the needs of its users;

(j) The role of local community members, both parents and others, in running the primary schools;

(k) The nature and powers of boards of directors for the senior secondary schools;

(l) How to create employment opportunities for increasing numbers who will emerge from intermediate schools so as to avoid "educated unemployment".

82. In addition to consultation with appropriate groups on the specific issues above, there will be information campaigns and arrangements for two-way communication on the objectives of the new educational development strategy. There may also need to be similar campaigns concerning particular items in the strategy so that people influenced by the strategy will understand fully the purpose of each measure and will have a chance to express their views.

83. The results of the consultation process will be taken into account in the continuing planning and decision-making process referred to in earlier paragraphs. The education system is of deep concern to virtually every Motswana and Government intends to consult with those affected by various parts of the policy to the greatest possible extent. The broad shape of the policy has been set forth in this White Paper, on the basis of the Education Commission's recommendations. The detailed working out of the policy will require continued planning and consultation throughout the decade 1980 to 1990.